

Message Text

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ACTION DLOS-06

INFO OCT-01 EUR-12 ISO-00 ACDA-07 AGRE-00 AID-05 CEA-01
CEQ-01 CG-00 CIAE-00 CIEP-01 COME-00 DODE-00 DOTE-00
EB-07 EPA-01 ERDA-05 FMC-01 TRSE-00 H-01 INR-07
INT-05 IO-13 JUSE-00 L-03 NSAE-00 NSC-05 NSF-01
OES-06 OMB-01 PA-01 PM-04 PRS-01 SP-02 SS-15 USIA-06
SAL-01 FEA-01 AF-08 ARA-06 EA-07 NEA-10 /152 W
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P 192231Z JAN 77
FM AMEMBASSY OTTAWA
TO SECSTATE WASHDC PRIORITY 2180

C O N F I D E N T I A L SECTION 1 OF 2 OTTAWA 0210

E.O. 11652: GDS
TAGS: PLOS
SUBJ: STRATEGY FOR INTERSESSIONAL CONSULTATIONS ON LOS

REF: A) STATE 298001; B) OTTAWA 0209

1. SUMMARY. EMBASSY HAS FOLLOWING COMMENTS
REGARDING CANADIAN ROLE IN LOS AND POSSIBLE
ROLE OF EMBASSY AND USDEL TO LOS CONFERENCE.
ANALYSIS OF CANADIAN LOS PRINCIPALS ALSO INCLUDED.
REF B CONTAINS BRIEF REVIEW OF MAIN US/CANADA
ISSUES AT LOS CONFERENCE. END SUMMARY.

2. CANADIAN POSITIONS AND MOTIVATIONS. IT SHOULD
BE KEPT IN MIND DURING INTERSESSIONAL CONSULTATIONS
WITH CANADIAN THAT GOC HAS CONSISTENTLY MAINTAINED
HIGHLY NATIONLISTIC LINE IN LOS NEGOTIATIONS AND HAS
PROVEN TO BE TOUGH NEGOTIATOR. GOC HAS SOUGHT TO EXPLOIT ANY
WEAKNESSES IN US OR OTHER POSITIONS AND HAS AGGRESSIVELY
PUSHED ITS OWN PROPOSALS, FREQUENTLY WITHOUT MUCH
REGARD FOR IMPACT ON US-CANADIAN BILATERAL RELATIONS.
OCCASIONALLY, THIS HARD LINE APPROACH HAS
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CREATED A DILEMMA FOR CANADA AS IT SIMULTANEOUSLY
SOUGHT TO BURNISH ITS IMAGE WITH THIRD WORLD.
HOWEVER, HARD LINE HAS GENERALLY WON OUT WITHIN
GOC COUNCILS WHEN PITTED AGAINST CANADA'S THIRD
WORLD AND OTHER INTERESTS. MAIN FOCUS OF US
EFFORT SHOULD BE TO WEAN GOC AWAY FROM THIS POSI-
TION TO MORE CONCILIATORY VIEW.

3. THOUGH CANADA'S NATIONALIST URGE HAS OCCASIONALLY OVER-RIDDEN CONCERN FOR BILATERAL COOPERATION AND COMPROMISE, IT IS ALSO TRUE THAT, FROM CANADIAN VIEWPOINT, USG HAS PLAYED HARDBALL AND SOUGHT TO OUTFLANK GOC ON SOME ISSUES. DEEP SEABED MINING IS MOST OBVIOUS EXAMPLE. CANADA ALSO BELIEVES USG IS FOLLOWING TOO NARROWLY DEFENSE-ORIENTED POLICY ON SUCH QUESTIONS AS STRAITS, AND IS NOT SUFFICIENTLY ATTUNED TO OTHER POLITICAL CONSIDERATIONS. EMBASSY HAS STRONG IMPRESSION THAT GOC IS COUNTING ON CARTER ADMINISTRATION TO ALTER USG POSITION IN DIRECTIONS DESIRED BY GOC.

4. ON ONE SUBJECT, HOWEVER, SOME MODICUM OF AGREEMENT HAS EMERGED: I.E., RECOGNITION THAT CERTAIN ISSUES, EVEN THOUGH THEY HAVE LOS IMPLICATIONS, SHOULD BE KEPT OUT OF LOS NEGOTIATIONS AND SETTLED BILATERALLY. EXTENSION OF ECONOMIC ZONES AND RIGHT OF PASSAGE THROUGH HEAD HARBOR ARE TWO EXAMPLES. IT IS CLEARLY IN INTEREST OF BOTH PARTIES TO CONTINUE SUCH EXCEPTIONS FROM LOS NEGOTIATING CONTEXT.

5. PERSONALITIES:

A. ONE OF THE MAJOR FIGURES CONTINUES TO BE ALLAN BEESLEY, WHO IS GENERALLY RECOGNIZED AS ARDENT AND FORCEFUL NATIONALIST, TOUGH NEGOTIATOR, AND NOT CONFIDENTIAL

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PARTICULARLY DISPOSED TO BE GENTLE WITH U.S. EMBASSY SUSPECTS THAT ON SEVERAL OCCASIONS WHEN THERE HAVE BEEN CONFRONTATIONS BETWEEN US AND CANADA, BEESLEY HAS TAKEN HARD LINE WITHIN CANADIAN GOVERNMENT AND HAS NOT ALWAYS TREATED OUR VIEWS FAIRLY. IT IS LOGICAL TO SUSPECT HE MAY BE BEHIND CERTAIN ANTI-US VIEWS (E.G. STALLING ON STRAITS/POLLUTION ISSUE, INSISTING ON DEEP SEABED COMPROMISE). ON THOSE RARE OCCASIONS WHEN HE WAS OVERRULED BY CABINET, INDICATIONS ARE THAT BEESLEY WAS FURIOUS. THEREFORE, GIVEN BEESLEY'S BIAS AGAINST US ON LOS MATTERS, WE MAY HAVE TO DEVOTE MORE ATTENTION TO KEY MEMBERS OF CABINET. PRIME MINISTER TRUDEAU HIMSELF COULD WELL BE BROUGHT UP-TO-DATE ON USG VIEWS AT APPROPRIATE OCCASION (LOS COULD BE DISCUSSED WHEN PRESIDENT CARTER MEETS WITH HIM).

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TO SECSTATE WASHDC PRIORITY 2181

C O N F I D E N T I A L SECTION 2 OF 2 OTTAWA 0210

B. SECRETARY OF STATE JAMIESON, OF COURSE, REMAINS
KEY PERSON. AS MEMBER OF PARLIAMENT FROM NEWFOUNDLAND,
JAMIESON TAKES PERSONAL AS WELL AS MINISTERIAL
INTEREST IN NUMEROUS ASPECTS OF LOS. INDUSTRY,
TRADE AND COMMERCE MINISTER CHRETIEN;
ENERGY, MINES AND RESOURCES MINISTER GILLESPIE;
AND FINMIN MACDONALD ARE ALSO IMPORTANT FACTORS
SINCE THEIR PORTFOLIOS ENCOMPASS LOS ISSUES.
ADDITIONALLY, ENVIRONMENT AND FISHERIES MINISTER
LEBLANC OVERSEES POLLUTION CONTROL AND COASTAL
FISHERIES RESOURCES. EMBASSY HAS IMPRESSION THAT
HE HAS NOT PLAYED MAJOR ROLE IN LOS DELIBERATIONS,
BUT PERHAPS WITH SOME FURTHER CULTIVATION BY EMBASSY
HE COULD PROVIDE A BALANCED VOICE IN CABINET.

C. IN DEALING WITH CABINET MEMBERS, WE HAVE IN
MIND SOMEWHAT INDIRECT APPROACH WHEN THERE ARE
OPPORTUNITIES TO DISCUSS VARIETY OF QUESTIONS. FOR
EXAMPLE, INCOMING ADMINISTRATION OFFICIALS MIGHT
MEET WITH THEIR COUNTERPARTS TO DISCUSS MUTUAL
CROSS-BORDER PROBLEMS; ON SUCH OCCASIONS LOS MATTERS
COULD BE RAISED EITHER PERIPHERALLY OR AS PRIME TOPIC.
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D. CANADIAN LOS WORKING LEVEL REMAIN THOSE ALREADY

WELL-KNOWN TO US NEGOTIATORS, WITH NO SIGNIFICANT CHANGES. AT TOP LEVEL, ONLY SLIGHT CHANGE IS THAT LEN LEGAULT, DIRECTOR GENERAL, INTERNATIONAL DIRECTOR OF FISHERIES AND MARINE SERVICE, ENVIRONMENT CANADA, SEEMS TO BE CONCENTRATING MORE ON BILATERAL FISHERIES THAN ON LOS ISSUES. MAURICE COPITHORNE CONTINUES AS DIRECTOR GENERAL OF THE LEGAL DIVISION OF EXTAFF AND, THEREFORE, PLAYS LARGE ROLE IN LOS DELEGATIONS. IT IS EMBASSY IMPRESSION THAT COPITHORNE, WHO ARRIVED IN CANADA DIRECTLY FROM A STINT AT HARVARD UNIVERSITY, IS WELL DISPOSED TO US. HIS POSITION MAY HAVE HARDENED, HOWEVER, AS NEGOTIATIONS HAVE PROCEEDED. EMBASSY CAN RECALL AT LEAST ONE INSTANCE WHEN COPITHORNE APPEARED WILLING ON MINOR POINT TO BE COOPERATIVE WITH THE US, BUT US REJECTION OF THE PROPOSAL IMMEDIATELY MADE COPITHORNE LESS COOPERATIVE. AT WORKING LEVEL, PRINCIPAL CHANGE AT EXTAFF HAS BEEN B. M. MAWHINNERY REPLACING G. WARREN, AS LAWYER MOST DIRECTLY RESPONSIBLE FOR LOS. (MAWHINNERY IS A FOREIGN SERVICE OFFICER BORN IN VICTORIA, JAN 23, 1938. HE HAS LAW DEGREE FROM THE U OF BC AND HAS SERVED IN ACCRA, OTTAWA AND LONDON).

E. EMBASSY HAS IMPRESSION THAT VEHEMENT OPPOSITION TO USG POSITION ON DEEP SEABED MINING STEMS DIRECTLY FROM VIEWS OF DR. DONALD G. CROSBY, WHO IS DIRECTOR OF THE SOURCE MANAGEMENT AND CONSERVATION BRANCH, ENERGY DEVELOPMENT SECTOR, MINISTRY OF ENERGY, MINES AND RESOURCES, AND A MEMBER OF CANADIAN LOS DELEGATION. (CROSBY AND HIS STAFF ARE AUTHORS OF ANALYSIS OF WORLD NICKEL PRODUCTION MENTIONED IN REFTEL.) IN DISCUSSION WITH EMBOFF, DURING WHICH CROSBY OUTLINED ANALYTICAL BASIS
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FOR GOC POSITION ON DEEP SEABED MINING, HE CAME ACROSS AS "HAWK" ON THE ISSUE AND VERY LIKELY KINDRED SPIRIT WITH BEESLEY.

6. ROLE OF EMBASSY. AMBASSADOR HAS ALREADY ESTABLISHED INTENSIVE DIALOGUE WITH SECRETARY OF STATE JAMIESON ON BOUNDARY AND FISHERIES PROBLEMS, WHICH ARE TANGENTIAL TO LOS. OTTAWA'S PROXIMITY TO WASHINGTON INEVITABLY RESULTS IN EXTENSIVE DIRECT DEALINGS BETWEEN LOS DELEGATIONS, PARTICULARLY WHEN SUBJECT HAS IMPLICATIONS WELL BEYOND BILATERAL RELATIONS. RESULT IS THAT EMBASSY IS NOT ALWAYS CURRENT ON LATEST DEVELOPMENTS, A SITUATION WHICH MAKES IT DIFFICULT FOR EMBASSY SUBSEQUENTLY

TO PRESENT CASE TO GOC OFFICIALS WHEN LATTER USUALLY
ARE MORE AWARE OF WHAT HAS TRANSPIRED. TO MINI-
MIZE THIS PROBLEM, WE URGE THAT SUMMARIES OR
MINUTES OF MEETINGS BE SENT PROMPTLY TO THE EMBASSY.
ENDERS

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